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ABSTRACT

The Latino population in the United States is growing, especially school-aged children. Yet, because most of the increase in the Latino population is concentrated in the Southwest, the educational problems and needs of this population are viewed as state or regional issues. Policymakers must look beyond their state borders and realize that in this matter, the Southwest is a bellwether for the country, and systemic changes that address Latino educational issues will benefit all of America. This report presents a snapshot of the current educational conditions and circumstances of Latino youth in Arizona, California, Colorado, New Mexico, and Texas. Sections on the region and on each state provide data on Latino population growth, Latino K-12 enrollment, enrollment of students with limited English proficiency, Latino high school graduates, dropout rates, enrollment in community colleges and four-year colleges and universities, and state expenditures. Discussion focuses on the deficiencies of education for Latino students; social attitudes, as reflected in the mindset of policymakers and voter endorsement of anti-bilingual education initiatives; court litigation on behalf of Latino students; and state legislation and expenditures. Specific recommendations are offered for each state. (Contains 50 references.) (SV)

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A Compromised Commitment:

Society's Obligation and Failure to Serve the Nation's Largest Growing Population

A Report on **the Educational Experience of Latinos** in Five Western States

by the

Hispanic Border Leadership Institute

March 2002

Arizona State University

3

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A COMPROMISED COMMITMENT

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Table of Contents

About This Report 4

Executive Summary 5

A Regional Overview 9

State Reports

- Arizona 17
- California 25
- Colorado 35
- New Mexico 39
- Texas 47

References 59

National Advisory Members 63

Mission Statement 65

Coordinating Council 66

About This Report

This is a status report on the education of Latinos in five states in the Southwest (four of which are contiguous to the border of Mexico): Arizona, California, Colorado, New Mexico, and Texas. This report is intended to provide a snap shot of the current educational conditions and circumstances for Latino youth. While the report does not include comprehensive educational indicators, the condition has not changed significantly over the past 20 years. However, due to the large increase in the Latino population and its projected future growth, the problem is greatly aggravated and more importantly, must be solved in order to create a brighter future for this country.

The report is written primarily for policy makers--specifically state legislators--and secondarily for K-12 school board members, community college trustees, and university regents. The hope and intent is that these data will awaken policy makers to the continuing need and necessity for urgent action. Hopefully, future policies that are drafted, discussed, and enacted will be commensurate to the challenge of reversing the ever-growing, dire condition and will acknowledge its danger to the future. It is our belief that with good information and awareness, new policies will be embraced that not only reverse the negative trends we observe, but target the root causes of educational discrimination, neglect, and insufficient past actions.

The report team acknowledges that the data cited herein comes from multiple sources. Because different sources were used, years of data collection vary. While researchers would recognize some misgivings to such a data set, there is also a benefit. These various data, reported by different agencies at different times, are consistent. That is, data found in other reports and policy documents and presented herein match up well, providing indirect face validity and reliability. No matter where the data comes from or how it is presented or compared, the distressing message of the alarming state of education for Hispanic youth remains the same.

This report is not so much about the "numbers" as much as what is behind the numbers. Any number of databases could be used to illustrate the details of the state of education for Hispanic youth. The writers of this report are, quite frankly, more concerned with "the bigger picture" of policy issues than the statistical facts and figures. With this report we are trying to envision a new, better picture for the future of Hispanic youth in America.

Leonard A. Valverde
Executive Director
Hispanic Border Leadership Institute

Executive Summary

The educational status remains bad - and it is getting worse!

While the United States has dramatically advanced from an agrarian to an industrial nation, and now we are radically changing into an information-driven society, Latino educational advancement has developed at a disproportional pace. The population of the United States has developed into a diverse nation of immigrants, yet its federal, state and institutional agencies have not attended to its fastest-growing, and now largest, ethnic population. The most recently reported national data provides an overview of Latinos and education:

•The United States experienced a national increase in the Latino population equal to 12.5 percent in the Census 2000. The national growth rate in the 1990s was 58 percent and even higher in some states, e.g., the Latino population in Arizona increased 88 percent from 1990 to 2000!

•While the percentage of Latinos in the national population is 12.5 percent, there is an even greater share of Latinos in K-12 student enrollment, which is nationally reported at 16.2 percent. In some states the Latino student enrollment is much higher, e.g., California with 41 percent.

•A dramatic education **achieyement gap between White and Latino students** has stayed the same or has widened, but has not closed (for example, only 16 percent of eighth grade Hispanic students are proficient in reading, versus 45 percent of White students according to an NAEP 1996 report).

•While the percentage of Latino high school dropouts has remained steady at 44 percent **(still the highest high-school drop-out rate)**, the actual number of Latino high school dropouts is increasing because of a rise in the number of Latino students in the high school population.

•Slightly higher college enrollment numbers provide a misleading picture of Latino progress in higher education. The increases still are not equal to the population growth or K-12 enrollments.

•Increasing community college enrollments has resulted in a greater

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concentration and segregation of Latino students in these institutions.

•Continued underrepresentation in four-year colleges and research universities means that Latinos have a lower graduation rate and that there is a lower percentage of Latinos with a four-year degree.

•Less that 10 percent of Latino students attain an advanced degree, and most are limited to certain fields, like education.

In short, whatever the gains or loses in the above categories, they are the result of a growing Latino population. Institutional and state and federal governmenta responses have not only remained the same (i.e., inadequate), but also in some ways have regressed. For example, the stopping of bilingual education programs in California and Arizona and the elimination of race based criteria for college admission in California and Texas has furthered the inadequate status of Latinos and neglected their specific needs. Even worse, where Latinos are a greater percentage and live in higher numbers, as in the five southwestern states, their status is more dismal.

At the crossroads

The United States can continue to take a minimalist approach to the education of its largest ethnic population and future workforce and maintain a denial mindset (i.e., the future of the United States is not dependent upon Latinos), but doing so will create a nation at risk, jeopardizing our status as a world leader! By pursuing the previous and current ineffective approach to education of "too little, too late" and "only in response to a crisis," matters for Latinos and the nation will get worse, given their natural growth, the insufficient resources, and the nation's inadequate educational practices.

Or the United States can take the smart path and the high road, dramatically shifting its political will and radically applying ample resources to address these historical forces. In so doing, Latinos and America will be exponentially enriched--economically, culturally, and socially. The choice to determine the future is now.

Creating an empowered people and future

The Latino population in America is growing, especially school-aged children. Yet, because most of the increase in the Latino population in concentrated in the Southwest, the problems and needs of this population, especially in education, is perceived as a state and regional issue. The challenges identified in this report have been present in communities across the country, but they have been brought to our attention only recently with the dramatic increases in Latinos in the Southwest. Policy makers need to look beyond their state borders and realize that the Southwest is not an isolated region but a bellwether for the whole country. Our collective mindset needs to shift from seeing this policy issue as a regional problem to be solved by the individual states to seeing it as a priority shared by all at the local, state, and federal levels. To ensure a stronger and vibrant future for America, the following systemic changes need to be put into place now:

- Adopting a totally new mindset and consistent philosophy that holds Latinos as capable and competitive contributors as opposed to a belief that this population is disadvantaged and deficient.

- Building new educational paradigms with learning theories and pedagogy centered on Latinos, their culture, and experiences.

- Integrating proven programs into the mainline curriculum and expanding their capacity.

- Finding new and increased resources to effectively address much needed innovation and to be integrated on a permanent basis into the educational state budget.

- Addressing certain pivotal stages along the educational pipeline with special measures:

  - preschool and kindergarten
  - the elementary to middle school transition
  - the high school to college transition

Just as the United States has made giant leaps forward in business and science this past century, it should, can, and must apply the same political will, societal brainpower, and institutional might at the start of this new millennium to the education of Latinos. What is

called for is a "Latino Marshall Plan." By taking a serious, comprehensive, and priority-one approach, other ethnic and racial populations, as well as the entire country, will benefit not only now but, most importantly, in the future.

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Southwest Region

A Compromised Commitment

Latinos and Education

A Regional Overview of the Southwest

Leonard A. Valverde
Ruth H. Borger

Population

While the Latino population in the United States is spread across the nation, the greatest concentration of Latinos (in numbers and percentage of population) is in the Southwest. The 2000 Census Count reported an estimated national population of 281.4 million. The greatest population growth is concentrated in two counties in the Southwest: Henderson County, Nevada, which is number one, and Maricopa County, Arizona, which is number two. Almost a quarter of the nation's population, 65.9 million, resides in the five states this report addresses (Arizona, California, Colorado, New Mexico, and Texas). Additionally, the 2000 Census Count reported that there are 35.3 million Latinos in mainland United States, with another 3.9 million in Puerto Rico. A little less than 58 percent, or 20.4 million, of all Latinos in the United States are found in these five states. One must keep in mind that these numbers do not reflect a fully accurate count. The Census Bureau has estimated a 1.18 percent undercount for the total population, and a 2.85 percent undercount for Latinos. (See Table 1)

In all five states, with the exception of Colorado, a quarter of their population is composed of Latinos. While New Mexico has the highest percentage of Latinos in its state population, 42.1 percent, California has the greatest number of Latinos, 33.8 million. Almost one third of the population in the Southwest is Latino. (See Table 2)

Lastly, most of the growth in these five states is the result of the Latino population growth. A number of factors contribute to this Latino increase, such as immigration rates, higher birth rates than other groups, as well as larger family size. Moreover, the Latino population is younger in age than the White population. All five southwestern states rank

Table 1: US Population 2000

	50 States	5 Southwestern States	Percentage
Total Population	281,421,900	65,974,407	23.4
No. Of Latinos	35,305,818	20,432,826	57.8

Source: Hispanic Outlook in Higher Education September 10, 2001. p. 20.

Table 2: Southwest Regional Population 2000

State	Total	Latino	Percentage of Latino	Ranking Among 50 States
AZ	5,130,632	1,295,617	25.3	6
CA	33,871,648	10,966,556	32.4	1
CO	4,301,261	735,601	17.1	9
NM	1,819,046	765,386	42.1	8
TX	20,851,820	6,669,666	32.0	2
Total	65,974,407	20,432,826	30.9	

Source: Hispanic Outlook, September 10, 2001.

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within the top ten states for the highest Latino population. The region also has both the number one state with the highest Latino population (California) and the second highest state with Latinos (Texas). The direct consequence to education of this growth and concentration of Latinos is that there is a larger number, and continual increase in the number of, school-age children. In all five states there are school districts where the student enrollment is over 80 percent Latino.

Educational Indices

Enrollments and Graduation

As the general population has increased over the past decade, so has student enrollment. The K-12 grades have a greater increase in numbers than higher education. The total enrollment for K-12 in the United States is at an all time high of 42.5 million students, of which the Latino student national enrollment is 16.2 percent or 6.8 million. The largest percentage growth in public school enrollments was in the West, at about 9 percent, with Latino students constituting 39.8 percent of all students.

In a ten-year period from 1986 to 1996, the Limited English Proficient (LEP) student national enrollment has increased from 1.5 million to 3.4 million. Of the 1996 LEP total enrollment numbers, the five southwest states constituted 57.2 percent. California and Texas were ranked first and second respectively with the most LEP students, while Arizona

Table 3: Percent and Number of LEP Enrollment by State for 1996

	Rank: States with LEP Enrollment	Number	National Percentage	State Percentage
Nation		3,452,013	100.0	100.0
AZ	6	72,253	2.2	9.4
CA	1	1,323,767	41. 2	4.2
CO	2	9,873	0.008	4.6
NM	7	70,790	2.2	21.6
TX	2	478,297	14.8	12.8
Total		1,974,980	57.2	0.0

Source: IDRA Newsletter, August 2001.

and New Mexico were ranked 6 and 7 respectively. (See Table 3)

Notes:

a) 33 states report 5.1% (37,837) retained 1 or more grades
b) 33 states report 1.7% (14,032) dropped out
c) 30 states report 19.3% (253,763) scored below state norms Reading
d) 30 states report 16% (211,433) scored below state norms Math
e) 18 states report 6.9% (52,880) scored below state norms Science
f) 17 states report 6.6% (51,388) scored below state norms Social Studies

40% of U.S. Teachers reported having LEP students in 1994 but only 29% of teachers received training at all in how to serve LEP students.

All regions will experience growth in the number of high school graduates, with the Western Region leading at 13 percent more high school graduates. The Latino student increase is the greatest of all groups, while White student numbers are declining. The number of Latino public high school graduates has increased to 31.6 percent or approximately 65,200 more Latino high school graduates. Also, Latino graduate percentage for four of the five states range from just over one fourth of all graduates (AZ) to one third (CA & TX) to almost one half (NM). Only Colorado has fewer than one quarter of all graduates being Latino. (See Table 4)

Table 4: Projected High School Graduates 2001-2002

	Total	Latino	Percentage
AZ	39,531	10,566	26.7
CA	292,150	98,644	33.7
CO	40,945	6,192	15.1
NM	17,072	7,084	41.4
TX	197,556	63,151	31.9
Total	587,254	185,537	31.6

Source: WICHE Projections of High School Graduates by state and race/ethnicity 1996-2012. (Feb. 1998).

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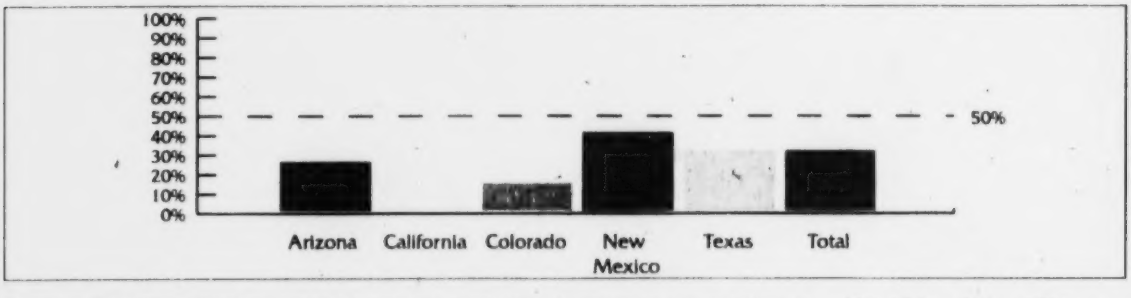
Notes:

1. *By 2000-01 enrollments in public schools are expected to be at an all time high of 42.6 million students.*
2. *The largest percentage growth in public school enrollments between 1995 and 2001 will be in the West (9 percent).*
3. *Nationally, after 1993-94 the number of high school graduates is projected to rise steadily, reaching a high of 3.2 million in 2007-08.*
4. *All regions will experience growth in number of high school graduates with the West leading (13 % more high school graduates).*
5. *The number of Latino public high school graduates is projected to increase 30% by 2001, or approximately 65,200 more Latino graduates.*

In the higher education sector, enrollment growth somewhat matches the K-12 trends. National enrollments in 2001-02 for public four-year institutions are 5,969,950 and for public two-year institutions are 5,339,449. National total enrollment of Latinos in public and private two- and four-year institutions is 1,316,616 or 8.9 percent. California and Texas rank one and two respectively in total student enrollments. When examining only public four-year and two-year undergraduate enrollments, there are more people enrolled in two-year institutions than four year. Latinos enroll disproportionaly in greater numbers in two-year institutions than four-year institutions. While a little more than one third of all college students attend two-year institutions, more than half of all Latinos students are found in these institutions. Also, a new trend has emerged, in which

Chart 1: Projected Percent of Latino High School Graduates by State, 2001-2002



Source: WICHE Projections of High School Graduates by state and race/ethnicity 1996-2012. (Feb. 1998).

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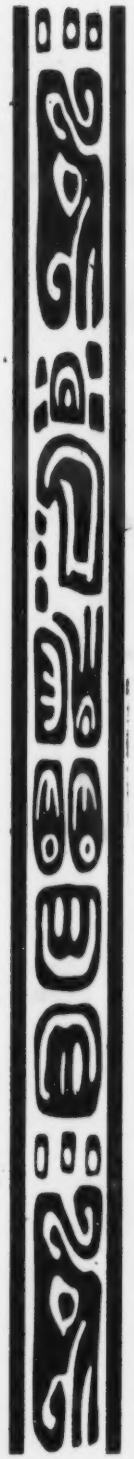

significantly more Latinas (women) are enrolled in higher education than Latinos (males). These national trends are also found in the five states. Using Arizona as one example, 25 percent of the state population is Latino, yet only 10.9 percent is enrolled in public four-year undergraduate higher education, in comparison to 18.9 percent in two-year public institutions. Of the 10.9 percent in four-year public institutions, 58 percent are Hispanic females and 41.8 percent are Hispanic males. This Arizona profile is the same for each of the other four states. (See Table 5)

State and School Funds

In Table 6 economic information is provided about state support of public Pre-K to 12 education along with the total number of Pre-K to 12 student enrollments. Specifically, the table contains (a) total state expenditures, (b) total state funding of higher education and (c) state funding per pupil Pre-K to 12. State funding per pupil reveals that of the five southwestern states: Arizona (47), California (40), and Colorado (39) rank in the bottom quartile or lowest per pupil funding, and New Mexico (35) and Texas

Table 5: Fall 1999 Total enrollment (undergraduates and post-baccalaureate students headcounts)

Public 4 Year Institutions							
State	Total Male	Total Female	Total Enrollment	Hispanic Male	Hispanic Female	Total Hispanic	Percent
AZ	47767	57164	104931	4820	6703	11523	10.9
CA	236164	302315	538479	35839	54056	89895	16.7
CO	67129	76207	143336	4913	6117	11030	7.6
NM	22231	28424	0655	6810	9554	16364	32.3
TX	192632	229352	421984	35058	44905	79963	18.9

Public 2 Year Institutions							
State	Total Male	Total Female	Total Enrollment	Hispanic Male	Hispanic Female	Total Hispanic	Percent
AZ	73655	97682	171337	13785	18620	32405	18.9
CA	501138	650212	1151350	118257	158520	276777	24.0
CO	38871	47707	86578	5418	6786	12204	14.0
NM	20857	31613	52470	7323	11971	19294	36.7
TX	191863	248514	440377	52416	71426	123842	28.1

Source: National Center for Education Statistics. 2001 Data files titled IC99_HD and EF99_ANR downloaded on 9/20/2001 form http//www. nces.ed.gov/ipedspas. WICHE calculations.

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(31) rank in the second to the bottom quartile. The most state funding per pupil is $10,650 by Alaska and the least state funding per pupil is $4,293 by North Dakota. (See Table 6)

Traditional Instructional Measures of Quality

Also, Table 6 shows information about three more traditional information indicators that are used to gauge quality of education provided, specifically (1) Pupil/Teacher ratio, (2) average teacher salary, and (3) drop-out rates for Latinos. Three of the five states have the highest pupil/teacher ratio: California ranked second with 21.6 pupils per teacher, Arizona ranked fourth, and Colorado ranked ninth in the nation. New Mexico is ranked 20 and Texas is ranked 34 with 15.3 pupils for each teacher. Nationally, the lowest per pupil ratio to teacher is 13.6 in New Jersey and the highest is 22.4 in Utah.

Probably one of the most important indicators used to measure educational qual-

Table 6: Statistics on Hispanic Education

	Total Number of Pre-K-12 Students Enrolled	Total Number of Pre-K-12 Hispanic Students Enrolled	Number Hispanic Drop Out	Total State Expenditures Pre-K-12	Total HED State Funding	State Funding Per Pupil Pre-K-12	Pupil/ Teacher Ratio	Avg Teacher Pre-K-12 Salary 1998
Arizona	872,000	32% 268,098	11.3% 12,878	$4.1 billion	$850 million	$4937 R=47	19.6 R=4	$34,277
California	6.1 Million	43.20% 2,613,480	9% 24,735	$35.3 billion	$31.1 billion	$5,627 R=40	21.6 R=2	$38,635
Colorado	708,000	22% 159,600	5.5% 3,754	$4.1 billion	$716 million	$5,706 R=39	18.2 R=9	$36,438
New Mexico	324,000	50% 162,000	7.8% 12,636	$1.9 billion	$611,000,000	$5,833 R=35	16.7 R=20	$31,441
Texas	4 Million	39.60% 1,578,967	2.3% 14,413	$23.6 billion	$6,254,261,190	$6,240 R=31	15.3 R=34	$37,305

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ity or school effectiveness by Latinos and other persons of color is the drop-out rate, i.e., students leaving school permanently without a high school diploma. It must be noted that state reporting of dropout numbers and percentages has been and continues to be problematic. Typically, state departments use definitions that depress an accurate count, and school districts are poor about reporting student status, hence both procedures produce undercounts. While state numbers and percents are questionable, it is clear that historically, Latino drop-out numbers and rates are high and typically the highest among all student groups. For example, in Colorado, the Latino drop-out rate is reported as 5.5 percent and is the highest of all student groups. In Arizona, the Latino drop-out rate is reported as 11.3 percent, second highest after Native Americans. In total numbers, Latinos left school the most (12,878) or 42.7 percent of all student groups, including White students and in comparison to Native Americans (3,557). Similarly, in Texas, Latinos have a reported annual drop-out rate of 2.3 percent, which is equal to African Americans. However, when you examine the numbers, 2.3 percent equals 14,413 for Latinos and 5,582 for African Americans. In Texas, Latinos constitute 52.2 percent of all dropouts, where as African Americans constituted 20.5 percent.

One recent study, conducted by IDRA in Texas, pointed out that a number of students were left out of the annual counts because of a limited definition used by the Texas Education Department, and thus IDRA estimated that between the years of 1985 and 2000, 1.6 million secondary school students left school early. The majority of Texas student loses were Latino and African American.

Summary

The national, regional, and state patterns are the same: increased Latino population growth, greater student enrollment in K-12 public schools than the population percentage, higher number of Latino students dropping out of high school before getting a diploma than any other student group, underrepresentations in higher education enrollments compared to state population percent and K-12 student enrollments, with high concentration of Latinos in two-year public institutions.

[1] WICHE Projections Report
[2] Chronicle of Higher Education
[3] National Postsecondary Education Cooperative
[4] National Education Association
[5] Ibid
[6] Arizona Republic Newspaper
[7] Texas Education Association
[8] IDRA Newsletter

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Arizona

A Compromised Commitment

Arizona Report

Leonard A. Valverde
Ruth H. Borger

The Situation

The Arizona mindset is typically characterized by a philosophy of small town government, minimal taxation, maintenance of the status quo, and pro-business. As a result, state responsibilities, such as education, are minimally supported. The data reported herein verifies the philosophy and approach that over time has produced a state of educational neglect and deficiencies. Other recently issued reports indirectly have concluded that the state's role has produced an educational situation that needs more and better assistance. One such recent report is the Governor's Task Force on Higher Education Report (2000), which indicates that the state must do much more to improve the education of all students, if more students are to participate in higher education. Another is the Morrison Institute Report (2001), which identifies the importance of improving the education of the state's Latino youth. Its editors conclude that to continue to do a poor job of educating this growing population is to harm the state's future economic security.

The Governor's Task Force on Higher Education Report (2000) indicates that the state must do much more to improve the education of all students, if more students are to participate in higher education.

Population Growth

Nationally, by the year 2004, Latinos will surpass the African American population and become the largest group of color in the United States. Further, Latinos now make up 45 percent of the general population of 11 Western states, including Alaska and Hawaii.

Arizona has the country's worst high school dropout rate, 11.1 percent, but it's much higher among Latino students, 15.4 percent.

The Census 2000 Count reports that Arizona is a growth state. As a result of these latest data collected, Arizona has increased enough in population that two additional congressional seats will be available in the next congressional election.

The general population of Arizona has increased from 3,665,228 in 1990 to 5,130,632 million in 2000. Of this 5.1 million increase, 1.3 million are classified as Hispanic. Twenty-five percent, or one in four Arizonans, are of Latino

Chart 1: Arizona Latino & White Percentage of Enrollment, from Grade K to Graduate Level

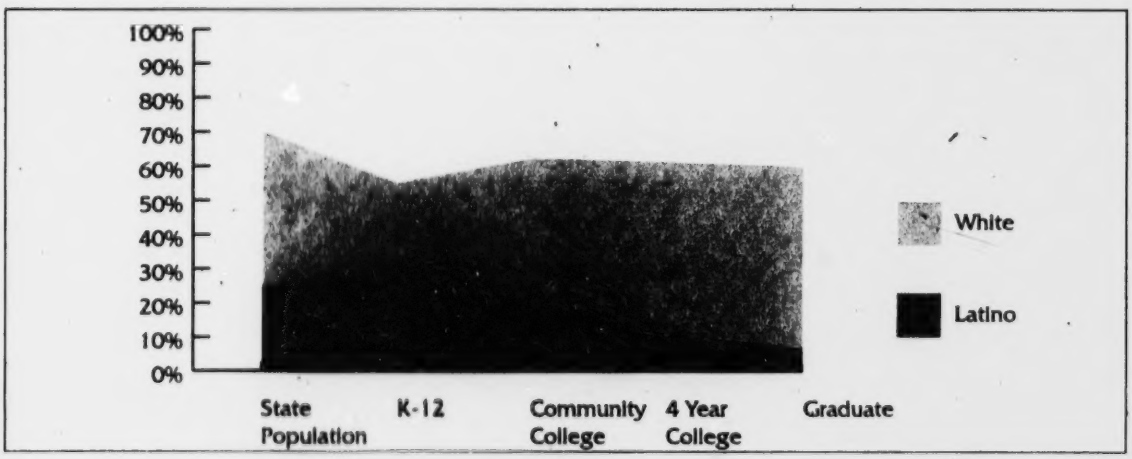

Table 1: K - 12 Student Population

Ethnicity	Number of Students	Percentage of Student Population
White	199,765	54.6
Native American	27,041	7.4
African American	17,235	4.7
Asian	7,271	2.0

Source: Arizona Department of Education.

Table 2: Community College Student Enrollments

Ethnicity	Number of Students	Percentage of Student Enrollment
White	107,358	62.9
Native American	6,382	3.7
African American	6,051	3.5
Asian	4,903	2.9
Unknown	11, 840	6.9

Source: Arizona Community College Board.

Table 3: Four-Year IHE Enrollments

	Undergraduate		Graduate		TOTAL	
Race/Ethnicity	#	%	#	%	#	%
African American	2,020	2.6	606	2.3	2,626	2.5
Asian American	3,380	4.3	825	3.1	4,205	4.0
Native American	2,439	3.1	551	2.1	2,990	2.8
White, Non-Hispanic	56,500	72.6	18,435	70.2	74,935	72.0
International	2,581	3.3	3,001	11.4	5,582	5.3
Race/Ethnicity Unknown	1,532	1.9	760	2.8	2,292	2.2
TOTAL	77,743	99.8	26,231	99.7	103,974	99.7

Source: IPEOS Peer Analysis System.

decent with the greatest number and percent of the Latino population being of Mexican ancestry. Arizona Latinos soared upward from 688,338 in 1990 to 1.3 million for an 88 percent increase, the most of any subgroup in the state.

When we examine the ages of the population, we find that children and youth of color make up the majority of school-age children and within the children of color, Hispanic youth are the majority.

The Social/Economic/Political Dynamics

The Economic Downturn

As of the last economic quarter of 2001, Arizona, like most of the country, is forecasting a reduced state budget due to a failing economy. The state is planning to cut back on state budget allocations. The significance of reduced state support for education is that students in poor K-12 school districts will fall further behind in getting both adequate resources and any resources to close the funding inequity gap that exists between rich and poor school districts. Since most Latino children reside in poor tax yield school districts, they will likely be disadvantaged the most.

The governor and some legislators want to protect the education allocation from any budget cuts. But even if the state's education budget is not reduced, because the state budget will not be increased, schools will suffer since the need will grow larger while funding remains the same. That is, the discrepancy gap between school needs and the lack of state funding in the past widens. Of course, the resource problem is compounded because the Latino population is growing with pressing needs at a time when state allocations are decreasing.

The resource problem is compounded when you factor in the Latino population is growing, needs are becoming more pressing, and at a time when state allocations are decreasing.

Social Attitude: Voter Regression

Following the 1999 California Unz referendum, Proposition 203, an anti-bilingual education issue, appeared on the Arizona November 2000 state ballot and was passed by a large majority. Hence, the Arizona State Department of Education is in the process of developing clarification answers for local school districts about closing out their bilingual education programs. Parents of non- or

limited English speaking children can request that their sons or daughters be placed in a bilingual education program, but it is yet unclear whether a school is required to provide such instruction.

Ironically, in a state that prides itself as a "choice state," with the most charter schools and strong political support for vouchers, the consequences are that many Latino children will not have the choice to learn how to read, write, and compute in English with a bilingual teacher, who gives instruction, direction, and clarification in two languages. Past experience teaches us that students who are not assisted by use of their mother tongue are psychologically lost for lack of understanding, develop low self-esteem, fall behind in achievement, are labeled negatively as learning disabled, and leave school in great numbers before graduation.

Litigation

In the court case Flores v. Arizona, a 2001 ruling by federal judge Alfredo Marquez found that the state of Arizona had an inadequate formula for providing state dollars for support of bilingual programs. He has instructed the state legislature to increase its allocation of funds to school districts to operate bilingual education programs from the current amount of $20 million. Some Senate Democrats have estimated that it will cost another $170 million.

The Flores case best reflects Arizona's attitude and treatment of education for Latinos and sets the stage for the following recommendations. The court case was first filed in 1992 and a final ruling occurred in 2000. As of the end of 2001, the legislature refused to address the decision. The judge found as a result of documentation that bilingual education programs were not only under-funded but inadequately funded, too many students were in classrooms, not enough qualified teachers were hired, and insufficient teacher materials were available. These conditions are the same that English speaking Latinos students face. Furthermore, by taking a decade to document the problem and hopefully to start to resolve the problem, an entire generation of Latino students will be disadvantaged and will fail to qualify and participate in a higher education program of study!

The legislative leadership and the majority of legislators reacted to the judge's ruling is the same way as they responded to the court ruling on school facilities. They have chosen to resist the judge's ruling of providing much needed additional resources. The state's formula to

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support and maintain school facilities created unequal school building conditions. The legislature tried to reject, ignore, and resist correcting the financial short-comings. As a result it took the legislature over two years to develop an acceptable plan, called "Students FIRST".

The attorney successful in the school facilities case is thinking of initiating another court case against the state of Arizona that promotes the argument that the state neither provides adequate state funds to poor school districts nor in an equitable fashion to underwrite general instruction.

Recommendations

The following recommendations are divided into three categories. They go beyond just targeting the alleviation of past neglect to stimulate innovation and foster new relationships.

Recommendations are to alleviate past neglect, stimulate innovation and foster new relationships.

Funding

•Increase funds for bilingual education and school facilities.

•Provide state funds for post-secondary scholarships targeted to Latinos.

•Provide forgivable loans to students preparing to be teachers and who teach their first three years in a school with 50 percent Latino student population.

Programs

•Include courses about Latino youth, their culture, learning styles, etc. in teacher preparation programs.

•Provide incentive pay to teachers who teach bilingual and ESL students.

•Convert schools located in communities with heavy Latino populations into "full service" places where city and state agencies provide on-site assistance.

•Offer sessions to parents about a variety of matters ranging from citizenship to English instruction to helping their children succeed in school.

•Offer Advance Placement courses in every high school that has over 50 percent Latino students.

Partnerships

•Establish P-16 consortiums that have:

•An outreach component for motivating Latino students to consider various professions.

•Formal recruitment of Latino students starting at the middle school level.

•Articulate formal articulation agreements between high schools, community colleges, and four-year institutions.

•Establish partnerships between schools and business, such as Adopt a School, where volunteers from a business become tutors, contribute equipment, or help to purchase certain supplies, etc.

California

A Compromised Commitment

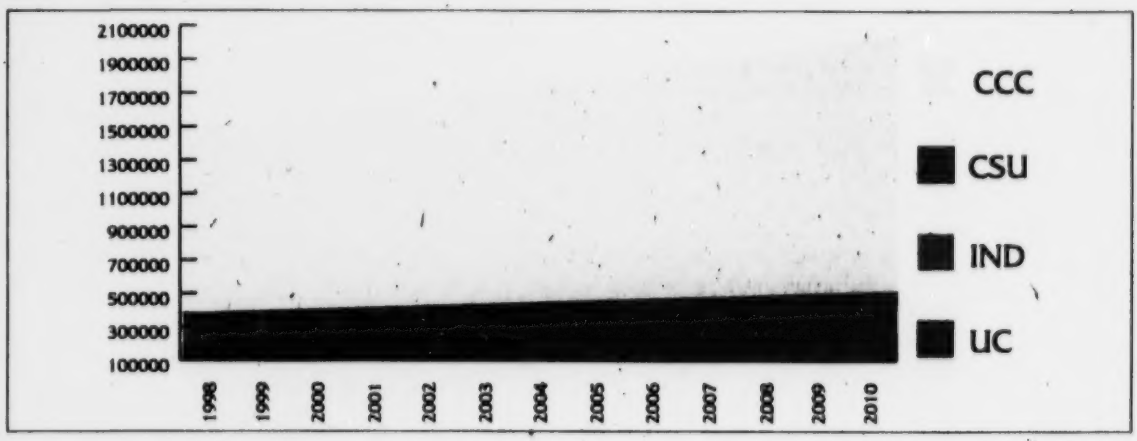
California Report

Roberto Haro

The Situation

California, the most populous state in the Union, continues to have the largest number of Latinos as part of its population. The 2000 Census revealed that the Latino population is larger than all other ethnic/racial groups combined (African Americans, Asians, Pacific Islanders, Native Americans). Moreover, Latinos in this state are a youthful group, with a high fertility rate resulting in large and rapidly increasing numbers of children approaching college age. Already, Latino students represent almost 48 percent of the K-6 enrollment in the major school districts of Southern California. At the K-12 level, they are approximately 39 percent of the total student enrollment in the state. Latinos will surpass Whites as the largest population group in California within the next few years. In spite of their high drop-out rate in the public schools, Latino students now outnumber Whites as the largest number of students graduating from California high schools. However, they are, along with Native Americans, the most underrepresented students in California higher education, with almost 72 percent of them attending two-year colleges where only 18 percent ever transfer to a four-year college or university.

Chart 1: Students - Enrollment Demand



California must spend over $1.5 billion each year for the next decade if it is to provide for projected enrollment growth at the State's public colleges and universities.

Source: California Postsecondary Education Commission.

California has four segments of higher education: the University of California (UC) with 10 campuses and an enrollment of more than 180,000; the California State University (CSU) with 23 campuses enrolling more than 360,000; the California Community Colleges (CCC) with 72 locally governed districts operating 108 colleges with an enrollment of 1.5 million; and, the Independent Colleges and Universities with 76 colleges and universities and an enrollment of more than 215,000 students. The enrollments at California colleges and universities are projected to increase dramatically in the next eight years, with the two-year colleges reaching two million, the CSU 479,485, the independents 402,000, and the UC 229,724 students. At the moment, Latinos represent approximately 13 percent of the UC total enrollment, 24 percent of the CSU enrollment, approximately 30 percent of the CCC enrollments, and 16 percent of the Independent Colleges and Universities enrollments. There is a serious discrepancy between the substantial increase in the number of Latino stu-

Chart 2: University of California (Total Enrollment = 178,400)*

Chart 3: California State University (Total Enrollment = 358,900)*

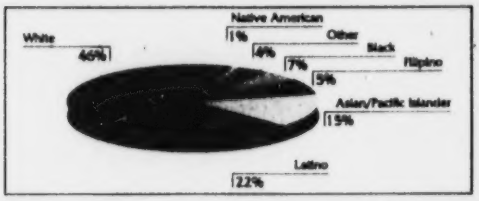


Chart 4: California Community Colleges (Total Enrollment = 1,401,000)*

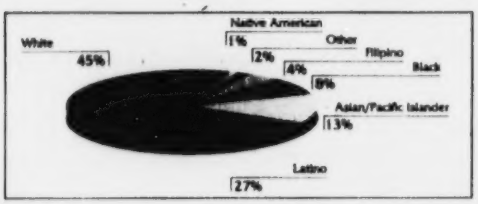


Chart 5: California Independent Inst. (Total Enrollment = 213,000)*

Chart 6: Male/Female Enrollment

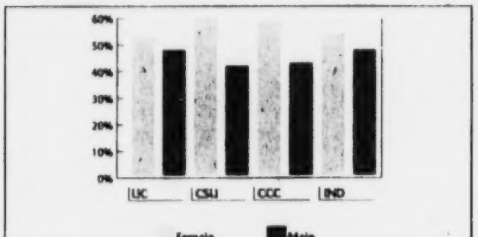
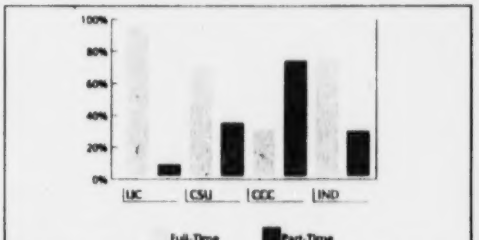


Chart 7: Full-time/Part-time Enrollment



**"Total Enrollment" includes unknown ethnicities and non-resident aliens.
Source: California Postsecondary Education Commission.

dents moving through the K-12 grades and the relatively modest percentage of these students who manage to gain access to one of the California systems of higher education, especially at the most selective campuses of the UC, CSU, and Independent Colleges and Universities. Student enrollment projections for the next eight years provided by the California Postsecondary Education Commission (CPEC) have been looked at critically by numerous scholars and groups. These experts, most notably Professor Leobardo Estrada, a nationally recognized demographer at UCLA, believe the CPEC student population projections are too conservative. Be that as it may, the increasing number of Latino students enrolling in California schools and rapidly reaching college age poses serious challenges for California higher education.

Challenges for California

Business and financial concerns in California, starting with the aftermath of the Energy Crises, the implosion of dot.com ventures, and followed by the consequences of the September 11, 2001 terrorists' attacks on the World Trade Center and the Pentagon, have combined to arrest the state's economic development. While the budgets of all segments of higher education were increased for the 2001-2002 fiscal year, the decreasing state revenues and outstanding energy purchasing agreements will create a serious financial problem for California in 2002. Consequently, the state-supported colleges and universities have been told to prepare for budget cuts that could reduce their revenues from the State of California by as much as 10 percent.

One development in the 2001-2002 State Budget negotiation that deserves mention is the governor's elimination (by veto) of $150 million that would have provided two-year colleges with funds to refurbish existing facilities and add much-needed classroom / laboratory space. It should be underscored that more than 70 percent of Latino students in California opt to enroll at a community college, and the elimination of these funds will limit the quality and quantity of facilities available to them in the next few years.

Space at the University of California continues to be a pressing problem as the demand for access to UC, especially at the two most selective campuses - Berkeley and UCLA - results in thousands of highly qualified students being turned away. In the last year, more than four thousand students with Grade Point

Averages (GPA) of 4.0 and strong standardized test scores were turned away at Berkeley and UCLA. Because of the intense competition among students for access to the limited number of freshman places at these two UC campuses, the admission process has become highly selective, creating serious challenges for underrepresented students, particularly Latinos, who come from rural and inner city schools. A similar phenomenon is occurring at three of the CSU campuses: Cal Poly San Luis Obispo, San Diego State University, and CSU Long Beach.

The problem of access continues to grow... more than four thousand students with Grade Point Averages (GPA) of 4.0 were turned away at Berkeley and UCLA... creating serious challenges for Latinos from rural and inner city schools.

Limited space at the most selective campuses of the UC and CSU create serious problems for underrepresented students. As an example, Latino students unable, for several reasons, to do better on standardized tests, to enroll in Advanced Placement courses, and to complete all of the A to G course requirements, including honors classes, find themselves unable to compete successfully with Asian and White students for access to the most selective campuses in the state.

Governmental Activities

There are several efforts underway to address some of the challenges the State of California faces in finding ways to accommodate more students, especially Latinos, at four-year colleges and universities. At the state level, the governor and the legislature have acted to support the public systems with additional funding. However, there are differences in how the governor and the legislature have decided to support the UC, CSU, and the CCCs.

The governor's office, through the Department of Finance, has crafted budget augmentations for the UC to add more students and keep fees at a stable level with little or no increases. Moreover, additional financial aid resources, mostly in the form of loans, have been made available to the various systems. Even though the governor vetoed the $150 million item in the State Budget that would have provided funding to refurbish and increase community college facilities, he did allocate modest additional monies in his budget for the use of the two- and four-year colleges and universities.

The legislature added resources to the State Budget to support "outreach activities" at the University of California. Outreach services at UC include a wide variety of programs that range from working with middle and high schools to better inform and prepare target students from underrepresented groups for college, to small faculty programs designed to recruit economically and educationally disadvantaged students into the sciences, engineering, and mathematics. UC received an augmentation of more than $28 million for outreach services, tacitly designed to help underrepresented youngsters prepare for college. However, the legislature is asking UC to do an extensive cataloging of the many projects that call themselves outreach efforts to identify and eliminate programs that do not serve underrepresented groups. The CSU also received a modest increase to help the 23 campuses find ways to help prepare and attract more underrepresented students. However, the CSU does not have the extensive types of programs used by UC to provide information, motivational support, and tutorial services in the middle and high schools for underrepresented groups. The major challenge for CSU is retention, and the need for programs to improve the retention and graduation rates of Latino students.

A third element that must be factored into the policy negotiations in California is activities by the legislature's Joint Committee to Develop a Master Plan for Education, K through University. This legislative effort is aimed at revising the California Master Plan for Higher Education developed in the 1960s, with a few modifications in the intervening decades. On the surface, the goal of making education a cohesive, seamless process to help student's transition from Kindergarten through the university level appears highly desirable. However, there are some structural and practical concerns associated with the deliberations on this topic. More will be said about this later.

The competition between K-12 and higher education for attention and funding in California has not been well defined or properly discussed. Under Proposition 98, passed by the voters in the late 1980s, K-12, and less so the two-year colleges, receive categorical funding within the state's constitution. The UC and CSU do not have such a guarantee for State of California funding, and must compete with agencies like the Correctional System and the Department of Transportation. This has resulted in a gradual erosion of support within the last decade for the universities as far as a percentage of the monies allocated to them in the State Budget.

Areas of Concern

There are some important matters, dealing with Latinos and higher education in California, that need to be mentioned, and a few discussed briefly. Some issues, such as the passage of the Firebaugh Bill that allows undocumented students who have been in California for three years, or have initiated paperwork to become naturalized citizens; to pay in-state fees (tuition) at two- and four-year publicly supported colleges and universities. The bill passed through the Assembly and then the Senate during the previous legislative session and was not signed by the governor. This year, Latinos worked closely with the governor's office to make certain he would sign the new version of the bill into law, which he did in Fall 2001.

Another concern for Latinos is the Joint Committee to Develop a Master Plan for Education, K through University. There is a critical need to include more Latino scholars and resource persons in the subgroups developed to assist the committee staff in crafting the language and provisions of the new master plan. Moreover, most of the discussion and efforts of the working groups have been focused on K-12 issues, but without any specific mention of Latinos as the largest and fastest growing part of the student population in the schools. A coalition of Latino groups has called upon State Senator Richard Alarcon (D-20th District) to hold hearings in the fall of 2001 on Latinos and the California Master Plan for Education. A similar move is underway in the State Assembly.

Two other significant concerns are increasing the funds the State of California provides to low income and inner city schools for "Test Preparation" and participation in the Advanced Placement Program (AP). A few years ago, the State Legislature, with the governor's endorsement, allocated several million dollars to help school districts with limited resources and high enrollments of underrepresented students provide tutorial assistance to students unfamiliar with standardized testing. In addition, several millions of dollars were also made available to low income school districts to offer AP courses and subsidize the cost of the examinations for such courses. Very recently, the governor, realizing the advantage students with several AP courses enjoyed in the application process to selective colleges and universities (such as earning added points to their GPA which allowed some to have a 4.4 GPA), provided extra money in the budget to develop these classes in schools that did not have them. The governor has publicly stated

that he wants every California high school to have at least four AP courses within the next few years. Latinos are asking the governor and the legislature to give priority to rural and low-income inner city schools with high enrollments of underrepresented students.

So far, too little attention has been devoted to the serious challenges Latino students encounter at the four-year universities. The persistence of Latino students in California public higher education is troubling. At four of the CSU campuses within the Los Angeles Basin, more than 75 percent of Latino students leave the universities by the end of their first academic year. At other CSU campuses in areas with large concentrations of Latinos, the graduation rate for these students after six years is less than 30 percent. Latino students are disproportionately in need of remediation courses in English, mathematics, and the hard sciences, which frequently result in their becoming ineligible to remain at the CSU after their third semester or fifth quarter. The UC does a much better job of retaining its students by providing mandatory study halls, enrolling students in courses during the Freshman year to build basic skills, and providing tutorial assistance to those with limited skills in core areas. At the two-year colleges, the "tracking" of talented Latino students into vocational or terminal programs continues to be a serious problem, preventing many of them from ever transferring to a four-year college or university. Some of the community colleges do not offer the types of courses that either the UC or the CSU requires at the lower division. Another serious concern at the two-year colleges is the length of time students, especially Latinos, need to spend at these institutions in order to qualify for transfer to a four-year campus. Usually, remaining at a two-year campus for more than six semesters will seriously diminish their financial assistance package at a four-year campus. These are but a few examples of the challenges Latino students face in persisting and graduating with a B.A. or a B.S.

At four of the CSU campuses within the Los Angeles Basin, more than 75 percent of Latino students leave the universities by the end of their first academic year.

Recommendations

There are several areas being discussed by policy makers in California, most of them applicable to Latino students, designed to improve access, persistence, and graduation rates at the publicly supported campuses. Some of the deliberations and proposed actions include:

•Providing additional educational support funds to low performing schools with high enrollments of Latino students to support Test Preparation programs, to offer AP classes, and to subsidize AP exams.

•Better defining and assessing Outreach Services at the UC before additional funds are channeled into the broad area of "outreach."

•Better coordinating and accountability for outreach funds and efforts carried on at the CSU campuses.

•Exploring the entire question of remediation courses and how to improve a student's basic skills in critical subject areas.

•Revisiting the high drop-out rate of Latino students at two- and four-year public campuses.

•Improving teacher preparation and continuing education programs for practicing school teachers in the teacher training programs at four-year campuses.

The coming legislative session in California will be a busy one as the governor, the legislature, and others wrestle with a declining economy, an increasing population of Latino students--many of them the first ones in their families to consider going to college--and developing strategies to increase access to, persistence and graduation from, four-year campuses.

Colorado

A Compromised Commitment

Colorado Report

Leonard Baca

The Situation

For the past several years Colorado has been implementing an aggressive educational reform initiative. In 1993, the Colorado General Assembly enacted legislation aimed at bringing about coordinated improvement in the performance and accountability of the state's K-12 education system. House Bill 93-1313 requires school districts to redesign curriculum, instruction, testing, and teacher development around academic standards that spell out what students should know and be able to do, at various stages in their schooling, in 11 areas: math, science, reading, writing, history, geography, civics, art, music, physical education, and foreign language. The new system has been fully in place statewide since 1999.

The goal is to establish for all students in Colorado a public education system that promotes high academic achievement through quality content standards. The basic premise is that each student can demonstrate achievement at high levels in a public education system that provides high expectations and appropriate instruction, alternatives, time, and resources. The components include:

- A comprehensive system of academic content standards that meet or exceed those in the top 20 percent of other industrialized nations.

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•A statewide student assessment program that provides clear, accurate, and detailed information to the people of Colorado on student academic achievement in grades 4, 8, and 10.

•An integrated revision of statutes and policies to remove barriers and to construct a standards-based education system that: encourages district and building organizational structures that promote and enhance high academic achievement; supports options and alternatives for students, teachers, and parents; examines incentives and sanctions for districts, schools, staff, and students based upon results.

•Cost-effective use of emerging technologies that support a standards-based education system which includes, for example, electronic data collection; communications for educators, students, and parents; and instructional use.

Table 1: State Fall 2000 Pupil Membership by Ethnic Group

Ethnicity	Membership Count	Percentage
American Indian	8,701	1.2
Asian	20,932	2.9
Black	40,967	5.7
White	494,308	68.2
Total	724,508	100.0

Source: Colorado Dept. of Education.

•A thorough restructuring of educator preparation and continuing education to meet the needs of the standards-based education system.

•A finance act that supports the standards-based education system by

Table 2: Graduation Rates 2000

	Number of Graduates	Graduation Rate %
Total	38,924	80.9
Male	19,012	77.6
Female	19,912	84.3
American Indian	321	62.6
Asian	1,288	85.2
Black	12,693	69.1
White	30,450	85.3

Source: Colorado Dept. of Education.

Table 3: Drop Out Rates

	Number of Dropouts	Dropout Rate %
Total	10,789	3.0
Male	6,140	3.3
Female	4,649	2.7
American Indian	222	5.2
Asian	236	2.3
Black	747	3.7
White	5,830	2.3

Source: Colorado Dept. of Education.

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providing equity, incentives for success, and flexibility for local needs.

Current reports from the Colorado Commissioner of Education indicate that this reform initiative is working and that student achievement is on the increase across the state. The most current data available from the Colorado Department of Education indicate that Hispanic students make up 22 percent of the student population. The graduation rate for Hispanics is 65 percent and the drop-out rate is 5.5 percent.

The Social/Economic/Political Dynamics

State funding for public schools in Colorado has not kept pace with inflation for 10 of the past 13 years. During the general election of 2000, Colorado voters passed Amendment 23, which mandates that the state will increase funding to public schools. According to this amendment, from 2001 to 2011 public school funding will increase by the rate of inflation plus one percent to make up for the 10 years when spending was below the rate of inflation. After this period school funding will increase by the rate of inflation. This amendment makes up for the under-funding provided by the state legislature during the past 13 years. These extra funds will help reduce class size across the state and support educational improvements as deemed necessary by local districts. While this amendment was not targeted at Latino students or English language learners, it will be very helpful in providing more funding for them. There is, however, a need for more funds for Latinos given the increase in their student population numbers, decreasing graduation numbers, and increasing drop-out rates.

State funding for public schools in Colorado has not kept pace with inflation for 10 of the past 13 years.

During the 2001 legislative session the Colorado School Finance Act amended the definition of at-risk students to include students who are not proficient in English. This will significantly increase state funding for limited English proficient students in Colorado.

While the 2001 legislative session was generally supportive of Latino and bilingual students, the current sagging economy may disrupt or undo this support. A revenue shortfall is expected at the state level, which in turn may cause budget reductions for schools and other state agencies. One example of this is in the area of new construction. Recently, the legislature has put a hold on all new construction at the University of Colorado. This action puts a

stop to $150 million dollars of approved construction. This is a direct result of the poor economy.

The major policy implication that is suggested by the outcomes of this past legislative session is that issues affecting the education of Latino students generally fare satisfactory if all of education is treated well. But because of past under-funding, there is a need for ethnic specific legislation that would support Latino students directly.

...because of past under-funding, there is a need for ethnic specific legislation that would support Latino students directly.

Recommendations

Long Term:

•Continue aggressive reforms of K-12 education to ensure that Latino Students will be better prepared to go on to post-secondary education.

•Support reform of teacher education and professional development so that future teachers will have the best possible preparation and training and, specifically, more knowledge and skill to work effectively with Latino students.

•Support a significant increase in teacher salaries so that the best-qualified candidates will enter the field. Also, provide additional pay to teachers who work in low socio-economic schools.

•Continue to support class size reduction so that students will receive more one-on-one attention from their teachers.

For the Short Term:

•Put in place effective (proven) high school drop-out prevention programs for Latino students.

•Provide more counselors for Latino students to ensure they are properly advised early and directed toward college preparatory courses.

•Provide more financial aid for disadvantaged students to go on to post-secondary education and eliminate pay back if they provide serve to Latino communities.

•Review existing charter schools and ensure that Latino students have meaningful and equal access to them.

•Monitor the overrepresentation of Latino students in special education and provide better opportunities for them to succeed in the regular classroom.

New Mexico

A Compromised Commitment

New Mexico Report

Leroy Ortiz
Shannon Relerson

The Situation

New Mexico is a richly diverse multicultural and multilingual state that ranks as one of the most economically disadvantaged states in the United States. New Mexico is a "minority-majority" state that is 44.7 percent White, 42.1 percent Hispanic or Latino, 9.5 percent Native American, 1.9 percent African American, 1.1 percent Asian, and 1 percent Native Hawaiian and Other Pacific Islander.

In terms of linguistic diversity, 55.1 percent of the population in New Mexico (age 5 and older) speak a language other than English at home. This, according to the census bureau data, makes New Mexico the most linguistically diverse state in the United States, exceeding such states as California (45.9 percent), Texas (34.1 percent), Hawaii (33 percent), and Arizona (26 percent). Some schools, particularly in Albuquerque, the largest metropolitan center in New Mexico, have as many as fifteen language groups represented, while other schools may be nearly 100 percent Latino (consisting of both recent immigrants and old Latino families). Currently, the heavy inmigration of immigrants, particularly Spanish speaking families from Mexico and Central America, will continue to add to the diversity and will challenge schools to find ways of responding appropriately to issues of language and culture.

As is true across the country, there are many concerns in New Mexico that schools are failing and that children, especially non-White students, are not receiving a first class education. This view of failure has been strongly supported by the governor, key legislators, school boards, the business community, and many in the general public. The concern for school reform has resulted in the creation and increase of home-schooling, private schools, new charter and magnet schools, as well a call for a voucher system by the state legislature. Strong appeals to the Latino community have been made by advocates of the voucher system claiming that Latino students will be better served by alternatives to the public school system. In spite of strong support by the governor, political opposition from many rural schools and largely democratic legislators has kept vouchers from being legislated in the state.

Education

At the present time, the school population in New Mexico is 49.3 percent Hispanic, 35.7 percent White, 11.0 percent Native American, 2.3 percent African American, and 1.0 percent Asian. Although New Mexico is a racially diverse state, teachers do not reflect this diversity. In 2000-2001, Hispanic teachers comprised 5,629 of the total number of teachers, while 14,449 were White, 96 were Native American, 237 were African American, and 532 were Asian. Although 49.3 percent of the student population was Latino, only 27 percent of teachers were Hispanic.

In 2000-2001, approximately 80,070 Limited English Proficient (LEP) students were enrolled in public schools in New Mexico. Of the total school enrollment in New Mexico's schools, 24.9 percent of students are LEP. New Mexico institutions of higher education only produce 50 percent of the needed teachers for New Mexico schools, the other teachers come from out of state and very few of them are prepared to teach LEP students. Although bilingual education teachers are in high demand and are being trained in institutions of higher education in New Mexico, they are leaving for other states, such as Texas and California, that have higher salaries for teachers.

In 2000-2001, 162,006 Hispanic students were enrolled in K-12 classes in New Mexico. Of the 18,303 graduates of public high schools, 7,083 were Hispanic. During the 2000-2001 school year, 12,636 Hispanic students dropped out of school for a total drop-out rate of

7.8 percent. Reports also show that in audits done in Albuquerque Public Schools, there are few Hispanic students in honors programs and many minority students in remedial classes. Also, many LEP students are misdiagnosed and put into special education classes.

In 2001, 675 schools in New Mexico were rated based on performance. Fifty-eight percent were rated exemplary, 104 exceeded standards, 404 met standards, and 109 were rated probationary. The number of probationary schools has been reduced by 34 percent since the 2000 ratings. The State Department of Education predicts that in 2002-2003, the number of corrective action schools will be 36, and in 2003-2004 it will reach 58. Ratings of New Mexico schools are heavily dependent on high stakes testing, achievement of standards, parental involvement, school attendance, and drop-out rates. Many of New Mexico's schools, according to this system, are only meeting standards and many others are probationary; almost all of those problem schools have heavy Hispanic enrollments, low socio-economic levels, and large numbers of second language learners.

In order to increase participation in higher education, the state lottery has been providing scholarships to students who graduate from New Mexico's high schools. Although the intention was to award these scholarships to low income students, actually the scholarships have gone mainly to middle class students. This has an effect on the representation of many students in higher education. As tables I-III show, the number of non-White students is far less than one would predict in higher education given the overall number of Latinos in the population at large.

Given the above picture, including statistical patterns, it is clear that Hispanic students in New Mexico, as a group, are not succeeding academically at all levels of education. Drop-out rates are high, academic achievement is low, there are few Hispanic students in honors classes but many in remedial and special education classes. There is also a need for more Hispanic teachers who represent the students' linguistic and cultural backgrounds in addition to non-Hispanic teachers who have received special training to teach children who are learning English as a Second Language.

it is clear that Hispanic students in New Mexico, as a group, are not succeeding academically at all levels of education.

Population Growth

The population of New Mexico in 2000 was 1,819,046. Between 1990 and 2000, there was a 20.1 percent increase in the population. For people under the age of eighteen, the population has increased 28 percent. Due supposedly to the increase in the general population and the change in demographics, there has been an increase in the number of LEP students to almost 50 percent in some classrooms.

Table 1: K-12 Student Population

Ethnicity	Number of Students	Percentage of Student Populations
White	114,339	35.7 %
Native American	35,230	11.0 %
African American	7,366	2.3 %
Asian	3,203	1.0 %

Table 2: Community College Enrollments

Ethnicity	Number of Students	Percentage of Student Enrollment
White	24,953	46 %
Native American	5,425	10 %
African American	1,085	2 %
Asian	542	1 %
Unknown	2,170	4 %

Social Attitude

In 1990, a single legislator introduced in the New Mexico State Legislature an English-Only bill that was quickly and overwhelmingly rejected by a large number of Hispanic and non-Hispanic state legislators. At the same time, the state legislature passed an English Plus resolution, the first of its kind in the country, which was designed to show support for the value of mulitlingualism in keeping with New Mexico's long bilingual tradition, which includes constitutional support for the Spanish language. Since the Territorial Period (1846-1912) and since

Table 3: Four Year IHE Enrollments

Ethnicity	Number of Students	Percentage of Student Enrollment
White	26,182	54 %
Native American	1,939	4 %
African American	970	2 %
Asian	970	2 %
Unknown	2,424	5 %

New Mexico became a state in 1912, Spanish speaking people have always had strong legislative and political participation and influence in the state.

Since this resolution was passed, there have been other failed attempts to promote English-Only in New Mexico. Linda Chavez, a proponent of English-Only, attempted to eliminate bilingual education in the Albuquerque Public Schools and subsequently failed through a court decision. The rejection of the proposition for English-Only was affected by the large numbers of bilingual residents.

However, in spite of these past rejections of English-Only efforts and in spite of the fact that more than half of the state of New Mexico speaks a language other than English at home, there still exists, particularly among educational leaders, a fear that English-Only legislation might some day be passed.

The need for bilingual education teachers is growing at an astounding rate throughout New Mexico, the Southwest, and the country.

Litigation

The need for bilingual education teachers who can teach students academic subjects in the native language and who can assist school-aged students in learning English is growing at an astounding rate throughout the New Mexico, the Southwest, and the country. In public schools across the country and at every level, the fastest growing population is composed of students who do not speak English as a first language. In New Mexico, this is also the case. English learners are both immigrant and native-born students. State and federal laws mandate that these students be provided with a theoretically sound, consistent English as a Second Language (ESL) and bilingual education program that will assist them in the acquisition of English, while at the same time serving to strengthen and maintain the child's native language. Many educators stress that bilingual Education programs are desperately needed to help offset the tremendous language loss that has occurred in the Chicano and Native American communities in the past fifty years.

In the past 10 to 15 years, the Office of Civil Rights went to eight different school districts in New Mexico and found that many were not in compliance with the law for providing equal educational opportunity to Spanish speaking children. It was found that these school districts were not providing programs to

enhance oral language and literacy in English and were also not providing bilingual programs in which Spanish and English literacy skills were taught.

After the OCR visits, the school districts were mandated by the federal government to provide teachers with opportunities for professional development to obtain endorsements in Bilingual Education or TESOL. University and teacher education institutions in New Mexico have been inundated (and sometimes stretched beyond their capacity) by school district requests to provide courses or in-service workshops to meet this critical professional development need. Given the demographic changes and given the growing number of second language learners in the schools, this pressure on universities to continue responding to the needs of school districts is not likely to subside in the near future.

Legislation

Some recent legislation that has affected non-White students in New Mexico is Bill 56, which was passed to provide funding matches for National Science Foundation programs to increase participation of underrepresented students in undergraduate and graduate education programs.

The legislative priorities for 2002 are:

•To provide equitable access and opportunity for all students.

•Funding for schools with increased enrollments

•Teacher quality

•Academic achievement through a comprehensive assessment system, rating systems, advocate for assistance for probationary schools, provide funding to ensure accountability and restore confidence with probationary schools facing corrective action, intervention for literacy

•Constructive engagement with Native American student educators

Recommendations

Some of the following recommendations will strengthen partnerships to improve teacher preparation, upgrade teachers' knowledge of content areas and pedagogy, prepare and continue professional development of teachers with LEP students, and encourage parent and community participation in education.

Funding:

•Increase funds for bilingual and ESL education and school facilities.

•Provide special funding to schools with probationary ratings to increase materials, sources, and special after-school programs to provide equitable opportunities for all students.

•Provide state funds for scholarships available to Latino and other underrepresented populations to attend institutions of higher education.

More funding, more programs and more partnerships are needed to improve the education of Latinos in New Mexico.

•Provide forgivable loans to students being trained in multicultural, bilingual, and ESL education, who are preparing to teach in New Mexico's schools.

•Provide incentive pay to ESL and bilingual teachers who are trained in New Mexico's institutions of higher education to teach in New Mexico.

•Continue to work with the government to provide Title VII funds for teacher training programs as well as school district programs.

Programs:

•Mandate in teacher education programs that teachers have courses on Latino culture and language.

•Offer ESL classes to parents.

•Audit schools to see that students who are placed in honors or remedial classes are appropriately placed.

•Offer special after school programs to increase the retention and education of students who have a higher drop-out rate.

•Mandate a series of training sessions for school administrators, who would be monitored and assessed, on the issues of educating LEP students.

•Mandate schools to create programs that ensure parents and language minority communities participate in classrooms, schools, and decision-making processes in the school districts.

Partnerships:

•Outreach for motivating Latino students to consider various professions

•Formal recruitment of Latino students to higher education

•Formal recruitment of diverse students to become teachers for New Mexican children

•Formal agreements between high schools, communities, and four-year institutions to increase minority students in the constituency of higher education institutions

Texas

A Compromised Commitment

Texas Report

Baltazar Arispe y Acevedo, Jr.

The Situation

The positive actions taken in 2001 by the state legislature and the educational progress made by state agencies are rooted in the political elections in the early 1970s. During the height of the civil rights movement, a few Latinos were elected into the Texas legislature. With a handful of elected Latino legislators, MALDEF began litigation on K-12 education issues and later ventured into higher education negotiations, which resulted in the South Texas higher education realignment. Since 1970, the few elected Latino legislators of the time have gained seniority, resulting in them chairing critical committees. In addition to the seniority factor, more Latinos have been elected to the state legislature, making for a robust corps. On top of growing in importance at the state legislature level, a number of Latinos have also been appointed to serve on the state board of education, to serve as regents on university boards, and as members of the Texas Higher Education Coordinating Board. Finally, a number of Latinos have been elected to Congress. However, this increased presence at the state level may be negatively impacted by the current and traditional struggle of political representation and redistricting required after every decennial census. Without greater representation equal to the growing population, future progress is jeopardized.

Steve Murdock in his book, The Texas Challenge: Population Change and the Future of Texas, (1997) shares the following perspective about how the future of Texas. He states that: -

> For both the private and public sectors of Texas, the need for [illegible] resources of minorities is of utmost importance. With projections [illegible] increase in the population and [illegible] of the net population increase in the future to be due to minority populations, it is clear that the future of Texas is [illegible] minority populations. How well minorities do in the economic [illegible] with other workers in the global economy is of importance to all Texans. [illegible] being the traditional route to improvement in economic mobility, [illegible] likely to be of critical importance. If we are to change the future [illegible] of Texas, Texas must invest in the socioeconomic improvement of its minorities because the state's future is increasingly dependent on them.

The population growth of Texas during the 1990's made it the second largest state in the nation after California. The following chart provides a comparison of the demographic shifts from the 1990 census to the 2000 census:

Table 1: Texas Population

	1990		2000	
Ethnicity	#	%	#	%
White	10,293,825	60.6	10,933,313	52.4
Black	1,970,435	11.6	2,404,566	11.5
Other	373,703	2.2	854,924	4.10
Totals	16,986,509		20,862,469	-19

Source: United States Census Bureau.

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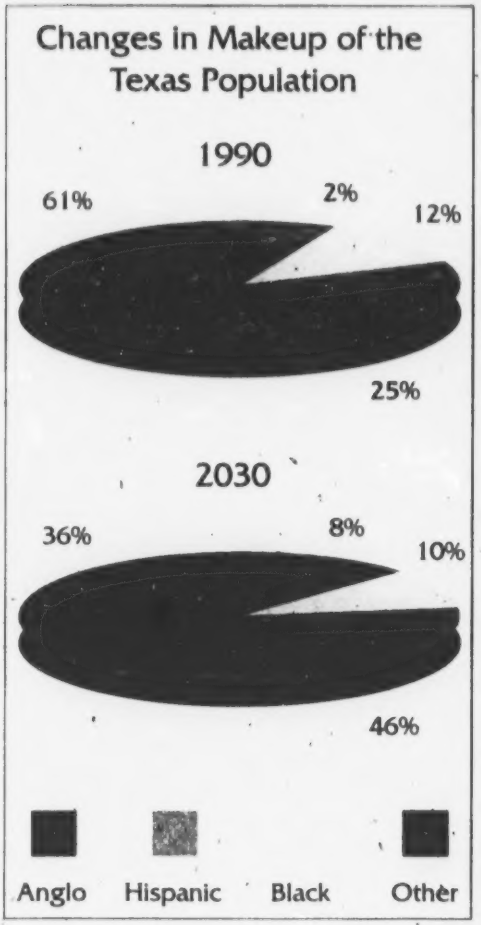
The shifts in the demography of Texas will continue to be more pronounced in that the white population is projected to be less than 50% within the next ten to twenty years as demonstrated in Table 2.

The ethnic populations in Texas are growing at a rate that they will collectively outnumber the present white majority within the next five years. The Hispanic population has an average age of less than 26 years and that puts a high percentage of it in the fertility zone and thus its birth rates will continue to increase. Conversely, the white population has an average age of 36 years and its fertility rates will continue to drop. Also, migration into the state, both documented and undocumented, continues to be predominately Hispanic and this too will impact population growth. The Texas State Data Center, located at Texas A&M University, has several demographic scenarios to forecast population growth and in one of its most conservative scenarios the white population will grow by 20.4%, the Black by 62% and the Hispanic by 257%. This imbalance will result in an older white population that will depend on ethnic minorities to carry the brunt of the state's economy as it participates in a global, technologically charged environment.

Table 2: Projected Texas Population: 1990-2030



Source: Texas State Data Center, Texas A&M University, 2001.

Education Indicators

The data in Table 3 show that the majority of enrollment in kindergarten and grades one to six is Hispanic. It must be noted that these numbers and percentages begin to dissipate as Hispanics transition from elementary school to middle school and further diminution occurs as Hispanics go into high school. Table 4 reveals that the education of Latinos continues to be poor. While only 31 percent of Latinos graduate from high school, only 11 percent meet or exceed college admission requirements. Hispanics in higher education are underrepresented with only 20 percent enrolled in relation to their composition of the state population (32%). (See Table 4). The majority of Hispanic students continue to be over-represented in Texas community colleges where they make up 29% of the enrollment but still not at the same level of participation equal to their share of the state's population. (See Table 5.)

The current systems of tracking participation rates of Latinos used by the Texas Education Agency or the Texas Coordinating Board for Higher Education do not provide the level of detail to adequately capture the condition of education for Texas Hispanics. It is imperative that these two agencies develop an appropriate and accurate data base management system. By doing so, the state can account for the state funded educational expenses and accurately assess the human capital that it is responsible and accountable to.

Table 3: Texas Statewide Enrollment Totals: 2000-2001

	Black		Hispanic		White	
Grade	#	%	#	%	#	%
Kindergarten	39,723	13	132,883	45	113,374	38
1 - 6	275,811	17	786,279	41.5	772,947	40.8
7 - 12	246,811	17	640,244	36.5	792,839	46.3
Senior	29,177	13	71,431	32	111,781	51

Source: Texas Education Agency.

Table 4: Enrollment by Ethnicity for Texas Public Colleges & Universities: All Classifications for Fall 2000

Ethnicity	Number of Enrollees	Percent of Enrollment	Percent of Texas Population
White	242,024	58%	52.4%
African American	40,763	10%	11.5%
Asian	23,626	6%	2.6%
International	21,626	5%	
Native American	2,093	1%	1.5%
Unknown	2,953	1%	
Total	414,265	100% *	100%*

Source: Texas Higher Education Coordinating Board.

Table 5: Texas Community College Enrollment (Fall, 2001)

Ethnicity	Enrollment	Percent of Total	Percent of Texas Population
White	236,429	53%	52.4%
African American	49,414	11%	11.5%
Asian	17,645	4%	2.6%
International	2,090	1%	1.5%
Native American	10,695	2%	
Unknown	2,417	1%	
Total	447,998	100%*	100%*

[* 1% rounding]

Source: Texas Higher Education Coordinating Board.

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Social, Political and Economic Dynamics

Status of Children in Texas

There are many essential elements in the quality of life that must be considered by policy makers as they focus on a nurturing and positive educational experience for all children in the educational system. The following are some issues about Latinos and other Texas children that must be attended to by all levels of government if these students are to have an active role in the future of Texas. The Children's Defense Fund presents these issues for their 1997-2000 reporting cycle:

•There are 5,719,234 children in Texas. In 1997, 1,350,837 of them (23.6%) were poor. The state ranks 41st in the percentage of children in poverty.

•In FY 2000 2,444,986 children participated in the free school breakfast and lunch program in Texas public schools.

•71 percent of 1,582,000 Texas children have no health insurance (25.2% of children under age 19). Texas ranks 50th in the percentage of uninsured children.

•28% of two-year old babies are not immunized in Texas. The state ranks 48th in childhood immunizations for two-year-olds.

•Minority youth make up 53 percent of the juvenile population but 78 percent of youth committed to public juvenile detention center.

Economic Indicators

The Texas economy has remained fairly stable during the past sixteen months and is showing an annual growth rate of 2.3% while the balance of the country is growing at a 1.8% rate. The unemployment rate has not risen above 5% over the past four quarters and is considered stabilized. Another indicator of economic stability emerges from the data on manufacturing hours per week. In Texas, the average is 42.7 hours per week while the national targeted average is set at 40 hours per week. The investment by Texas in higher education is estimated at $4.6 billion for FY 2000 and the gross return on investment to the state's economy was estimated at $25 billion or a net return of $20.4 billion per annum.

A critical issue confronting the Texas economy is the continued underdevelopment of the Lower Rio Grande Valley and the 43 counties that comprise the Texas Border Region. The Rio Grande Valley region is populated by over 65%

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Mexican-American and whose social, economic and infrastructure describes is dead to last in the state and among the worst in the nation.

Former State Comptroller John Sharp states:

> If the Texas Border region were a state unto itself, its governor might be calling out the National Guard or petitioning Congress or the White House for emergency relief. Certainly, the region is rich in potential. But statistics show that Border residents, on average, are worse off than their fellow Americans. Too many are poor, too many cannot find good-paying jobs, and too few are adequately edu-

[This statement was made in 1998 in the report, Bordering the Future: Challenges and Opportunities in the Texas Border Region]

In the January 2001 Update: The Border, Where We Stand, provides some data that shows that this 43 county region is still lagging significantly behind the rest of the state and nation. The data shows that:

•33.8% of 5-to-17 year old school children in this region live in poverty and again this leads the state.

•37.3% of the adult population in this region lack a high school education while the state's average is at 27.9%

•57% of the region's population speaks Spanish at home while the balance of the state is at 22%.

•Per capita annual income was at $18,390 in the Texas Border Region annually while the balance of the state was at $25,803.

•This region has over 600 colonias (unincorporated residential areas) that have the highest unemployment rate, 20%, in the nation. The annual income for colonia residents is estimated at between $3,000 to $6,000 annually and less than 1% of colonia children have attended a post-secondary education institution.

This data is significant in that the Texas Border Region is the jump-off pad for in-state migration to the state's major urban areas: Houston, San Antonio, Austin, Ft. Worth and Dallas. As such this population brings many assets in terms of willingness to work. This population is hired mostly in menial labor and in jobs that

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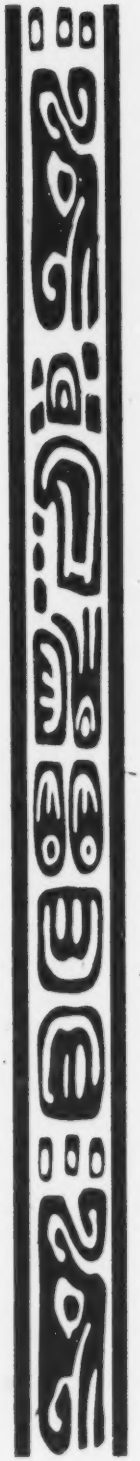

are not attractive to the White workers. This migration also has a negative impact on the urban areas. The population that migrates from the Lower Rio Grande Valley has many needs in terms of educational development and for low income housing as well as causing stress on the health and social services infrastructure of the cities to which they migrate. It is imperative for the state to make the Texas Border Region s economy one that can sustain and nurture its citizens who would rather live and work near their social and cultural roots as well as close to their extended families.

Significant Legislative Action

In its most recent session, which ended in June 2001, the Texas legislature passed some significant legislation that indicates a willingness to address critical issues that will positively influence the state s development. Among the most significant bills were:

- **HB 1403** related to the eligibility of certain persons to qualify as residents of Texas for the purpose of higher education tuition or to pay tuition at the rate provided to residents of this state. Resident legal aliens of Texas will be greatly impacted by this bill since they will now qualify to pay in state tuition if they:

  •Resides in Texas for at least three years

  •Graduated from a Texas public/private high school or received a GED

  •Provide the institution an affidavit stating intent to apply for permanent residency

  It is estimated that over 45,000 Hispanic students who were graduates of Texas high schools will now be able to pursue their higher education since they will not have to pay international student tuition.

- **HB 3343** is a significant piece of legislation since it provided, for the first time, teachers and other public school employees with health insurance. $1.24 billion was allocated to fund a health insurance program for the 2002-2003 school year. Prior to this bill s passage public education employees in K-12 school districts has limited and fragmented access to health insurance benefits. It is believed that this bill will greatly expand the recruitment and retention of teachers for the public schools of Texas.

- **S.B 158** requires high school counselors to inform and document the advisement to all students about their higher education opportunities.

HB 1641 established new guidelines and alternatives by which applicants could receive consideration for graduate school admissions. Factors such as academic record, socioeconomic background and first generation college applicant were also added as critical evaluation criteria for graduate school consideration. This bill also limits the use of standardized test scores and prohibits assignment of specific weights to factors for admission consideration.

HB 400 requires that school districts with low college-going rates to partner with an institution of higher education and develop a plan to increase enrollment rates. This bill will have major implications for Texas Hispanic students who are not currently in the college/university pipeline, particularly in South Texas.

Other Legislative Issues to Consider

The Intercultural Development Research Association of San Antonio provides some perspectives about the recent Texas legislative session that merit attention. Those are:

•The state failed to provide sufficient funding, only $13 million, to support the declining infrastructure of public school facilities. This situation will make it difficult for school districts with poor tax bases to come up with local funds to repair or bring up to standard their aging facilities.

•IDRA credits the legislature with expanding the available funds to support the Texas Grant Program that is directed at increasing student enrollment in colleges and universities through scholarship assistance. The legislature appropriated an additional $335 million and modified eligibility to include financial need in order to expand the pool of eligible applicants.

•The legislature also revised higher education admissions requirements by phasing in a new requirement. Texas students who hope to enroll in a state four-year institution must take the state's high school recommended curriculum. This requirement will focus on more classes in the sciences, math and languages for all students. This will be the default curriculum and students may also enroll in the standard curriculum with their parent's permission.

•The Texas legislature chose to differ from Arizona and California in that it has made a wise decision to require that schools provide bilingual or ESL programs to Limited English Proficient students until they develop sufficient

English language skills to succeed in an all-English curriculum.

•The Texas legislature also chose to exclude students identified as recent immigrants from the state assessment and accountability systems, providing for expanded testing exemptions that could extend up to three years.

The legislature and the Texas Education Agency (TEA) are being criticized for their failure to revise the existing formulas and definitions that determine how attrition (dropout) rates for local school districts are determined. Of major concern is the discrepancy between the dropout figures that are reported by TEA and by IDRA through its ten-year longitudinal study. A report issued by the Manhattan Institute for Policy Research on November 14, 2001, showed that attrition at the Houston Independent School District, the state's largest, was 16% for Whites, 45% for African-Americans and 58% for Hispanics. Nationally the attrition rate was reported at 26% for Whites, 44% for African-Americans and 46% for Hispanics.

Political Action

The federal government requires that all states redraw their congressional districts to reflect the most recent census data. The 2000 Census data provides the baseline for the drawing of all congressional districts and the Texas Lt. Governor is responsible for appointing the redistricting commission. At the beginning of the most recent legislative session he appointed a commission that did not include a single Hispanic representative even though this population had the most significant growth of any ethnic group in the state. After protest, he later appointed State Representative Judith Zaffrini to this commission.

Texas is divided in that its legislature, executive and U.S. Senatorial seats are held by the GOP but its congressional delegation is mostly Democrats. As of this writing, there is the traditional struggle of which party will have the advantage of representation. The outcome bears observation since at stake is the voting rights and political participation of the expanding Hispanic population in the state's major urban areas. As has been pointed out, the Latino population will be the majority ethnic group in Texas within the next twenty years. The outcomes of this year's redistricting will set the framework for how they participate in congressional legislation. Also, the majority of Texas Hispanics are under twenty-five years of age. The political orientation and participation of this young population will be affected by

whether their influence is diluted or expanded by the type of ethnic clustering that is one outcome of the ongoing redistricting efforts.

Recommendations

The political history of Texas demonstrates that Latino legislators must champion the educational agenda for Latinos. Without elected Latino officials taking the leadership on the educational issues, Latinos youth will not progress. Therefore, the following recommendations are proposed for the forthcoming 2003 legislative session.

•The Texas Education Agency should advocate for more funding to support the expansion of maintenance and infrastructure projects in out-dated facilities in both South Texas and in the major urban areas. The 2001-2002 appropriation of $13 million is sorely inadequate when one considers that the state has over 1,000 school districts and many of these have inadequate tax bases to support local bond initiatives for infrastructure.

•Consider the proposals put forth by IDRA for the Texas Education Agency to develop and validate a definition of attrition that is both credible and measurable. The present system fails to account for the status of many students and leave too much of the process at the discretion of local school districts that are not working from a common policy point of reference.

•Initiate a moratorium on approvals for new charter schools, create new oversights guidelines and expand capacity building support for under-performing schools. The charter school system has been targeted toward under-served populations and many serve Hispanic students who are in educational distress (drugs, juveniles delinquency, pregnancy, absenteeism, etc.) and the targeted outcomes need to be audited and validated more closely using more stringent policy based guidelines.

•Improve the state's Disciplinary Alternative Education Program. There needs to be more communications and tracking of student performance between the regular classroom and these alternative education sites. Also, there is a need to have compatible staff credentials between alternative education program teachers and regular classroom teachers.

•The Texas Education Agency also needs to expand and apply its substitute teachers policy so that local school dis-

tricts do not engage in staffing practices that rely on substitutes to compensate for shortfalls in staffing the schools to capacity with qualified instructional staffs.

•Access to higher education in Texas should be more closely monitored and evaluated. The Texas Higher Education Coordinating Board should be charged with tracking student enrollment, retention and graduation rates at each baseline level (Freshman, Sophomore, Junior and Senior). There is no current data reference that provides a true measure of the attrition rates for first time college attendees from ethnic groups or the persistence of these cohorts to graduation and enrollment in graduate school. If there was a 1% increase in this participation rate it would results in 200,000 more participants in Texas higher education.

•Set aside a designated appropriation line item that is directed toward the continued expansion of the programmatic and infrastructure plans that were part of the South Texas Plan. The 2001-2002 state appropriation for Texas higher education does not contain any designated set-aside funds for institutions of higher education that are located within the under-served South Texas Border region.

•Initiate a feasibility study that looks at the development of more professional and graduate programs in South Texas universities such as the University of Texas System sites at Brownsville, Edinburg, San Antonio and El Paso. Also to be considered should be the Texas A&M University System sites at Corpus Christi, Kingsville and Laredo. There are no law or medical schools at any of these institutions and there is a need to expand graduate education, particularly at the doctoral levels, in many health, higher education and business programs at these sites.

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Hispanic Border Leadership Institute

The Hispanic Border Leadership Institute (HBLI) is a consortium of seven institutions of higher education as well as a leadership development initiative and a doctoral fellowship program in education leadership. HBLI was established in 1996 by four U.S. Southwestern border-state institutions of higher education to promote the improvement of education for Hispanics in the United States. In 1998, three universities were added to the consortium. HBLI was born of the realization that, while Hispanics have made modest progress in achieving access and success in education, their status has not improved substantially over what is was in the past. Thus, the Institute sees to address issues that affect the education of Hispanics at all levels, K-16, particularly along the U.S. - Mexico border.

The consortium recognizes that in order to significantly improve the educational conditions of Hispanics, bold new approaches must be taken. The Institute seeks to bring about systematic change in education by designing new approaches to the doctoral preparation programs of educational leaders, by providing relevant leadership and policy training for trustees of public schools and community colleges as well as universities of the Southwest, and by examining and influencing public policy directly impacting Hispanic education in the Southwestern United States.

HBLI is a six-year initiative funded in part by the W. K. Kellogg Foundation. The project is headquartered at Arizona State University, directed by Leonard A. Valverde, Professor of Educational Leadership and Policy Studies. HBLI Consortium members are: Arizona State University, Maricopa County Community College District, New Mexico State University, Palo Alto College, Southwest Texas State University, University of California-Riverside, and University of Texas-Pan American

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'71

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